

114TH CONGRESS
1ST SESSION

S. 2301

To amend the Federal Food, Drug, and Cosmetic Act to strengthen requirements related to nutrient information on food labels, and for other purposes.

IN THE SENATE OF THE UNITED STATES

NOVEMBER 18, 2015

Mr. BLUMENTHAL (for himself and Mr. MARKEY) introduced the following bill; which was read twice and referred to the Committee on Health, Education, Labor, and Pensions

A BILL

To amend the Federal Food, Drug, and Cosmetic Act to strengthen requirements related to nutrient information on food labels, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*

2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE; TABLE OF CONTENTS.**

4 (a) SHORT TITLE.—This Act may be cited as the

5 “Food Labeling Modernization Act of 2015”.

6 (b) TABLE OF CONTENTS.—The table of contents of

7 this Act is as follows:

Sec. 1. Short title; table of contents.

Sec. 2. Additional requirements for front-of-packaging (FOP) labeling for processed foods.

Sec. 3. Claims for conventional foods.
Sec. 4. Use of specific terms.
Sec. 5. Modernization of the Nutrition Facts Panel.
Sec. 6. Ingredient labels.
Sec. 7. Caffeine content on information panel.
Sec. 8. Food allergen labeling for sesame.
Sec. 9. Information about major food allergens in nonprepackaged foods.
Sec. 10. Submission and availability of food label information.
Sec. 11. Definitions.
Sec. 12. Effective date; regulations.

1 **SEC. 2. ADDITIONAL REQUIREMENTS FOR FRONT-OF-PACK-**
2 **AGING (FOP) LABELING FOR PROCESSED**
3 **FOODS.**

4 (a) SUMMARY NUTRITION LABELING INFORMATION.—

6 (1) IN GENERAL.—Section 403 of the Federal
7 Food, Drug, and Cosmetic Act (21 U.S.C. 343) is
8 amended by adding at the end the following new
9 paragraph:

10 “(z)(1) Except as provided in subparagraphs (3), (4),
11 and (5) of paragraph (q), if it is food (other than a dietary
12 supplement) intended for human consumption and is of-
13 fered for sale and otherwise required to bear nutrition la-
14 beling, unless its principal display panel bears summary
15 nutrition information that reflects the overall nutritional
16 value of the food or specified ingredients, as specified in
17 accordance with regulations of the Secretary, and does not
18 contain any summary nutritional information which is in
19 addition to or inconsistent with the information required
20 under this subparagraph.”.

(2) PRINCIPLES FOR IMPLEMENTING REGULA-

TIONS.—In promulgating regulations regarding the summary nutrition information required under the amendment made by paragraph (1), the Secretary of Health and Human Services shall take into account published reports of the Institute of Medicine of the National Academy of Sciences regarding such information and base regulations on the following principles:

(A) There should be a single simple, standard symbol system that displays calorie information related to a common serving size, and information related to nutrients strongly associated with public health concerns.

(B) Consumers should be able to quickly and easily comprehend the meaning of the symbol system as an indicator of a product's contribution to a healthy diet.

(C) The information should appear on all products that are required to bear nutrition labeling.

(D) The information should—

(i) appear in a consistent location on principal display panels across products;

(ii) have a prominent design that visually contrasts with existing packaging design; and

(F) The information should aim to facilitate consumer selection of healthy product options, including among nutritionally at-risk sub-populations

(H) The implementation of the information disclosure should be accompanied by appropriate consumer education and promotion campaigns determined by the Secretary.

24 (b) PERCENTAGE OF WHEAT AND GRAINS IN GRAIN-
25 BASED PRODUCTS.—Section 403(z) of the Federal Food,

1 Drug, and Cosmetic Act (21 U.S.C. 343(z)), as added by
2 subsection (a)(1), is further amended by adding at the end
3 the following new subparagraph:

4 “(2) If, in the case of food other than a dietary
5 supplement, the principal display panel bears—

6 “(A) the phrase ‘made with whole grain’,
7 the term ‘multigrain’, or similar descriptive
8 phrases, terms, or representations with respect
9 to whole grain content, unless the amount of
10 whole grains, expressed as a percentage of total
11 grains, is conspicuously disclosed in immediate
12 proximity to such descriptive phrase, term, or
13 representation; or

14 “(B) the terms ‘wheat’ or ‘whole wheat’ on
15 breads, pasta, crackers, or similar wheat-based
16 products, unless the percentage of whole wheat
17 by weight contained in the food is conspicuously
18 declared in immediate proximity to that term or
19 there is a conspicuous declaration that the food
20 ‘contains no whole wheat’ in immediate prox-
21 imity to that term.”.

22 (c) SWEETENERS, COLORING, AND FLAVORING.—
23 Section 403(z) of the Federal Food, Drug, and Cosmetic
24 Act (21 U.S.C. 343(z)), as amended, is further amended
25 by adding at the end the following new subparagraph:

1 “(3) If, in the case of food other than a dietary
2 supplement, it bears or contains any added artificial
3 or natural coloring, any added artificial or natural
4 non-caloric sweetener, or any added artificial or nat-
5 ural flavoring, unless such fact is prominently stated
6 on the principal display panel of a package or con-
7 tainer of the food.”.

8 (d) CONFORMING AMENDMENT.—The second sen-
9 tence of section 403(k) of the Federal Food, Drug, and
10 Cosmetic Act (21 U.S.C. 343(k)) is amended by striking
11 “and (i)” and inserting “, (i), and (z)”.

12 (e) CONSTRUCTION.—Nothing in this section shall be
13 construed as affecting any requirement in regulation in
14 effect as of the date of the enactment of this Act with
15 respect to matters that are required to be stated on the
16 principal display panel of a package or container of food
17 that is not required by an amendment made by this section
18 or as restricting the authority of the Secretary of Health
19 and Human Services to require additional information be
20 disclosed on such a principal display panel.

21 **SEC. 3. CLAIMS FOR CONVENTIONAL FOODS.**

22 (a) HEALTH-RELATED CLAIMS.—

23 (1) REGULATIONS AND GUIDANCE.—Not later
24 than 3 years after the date of enactment of this Act,
25 the Secretary of Health and Human Services shall—

21 (B) by inserting after subparagraph (6)
22 the following:

23 “(7) If the Secretary requests that a claim
24 under subparagraph (1)(B) for food (other than a
25 dietary supplement) be substantiated, then not later

1 than 90 days after the date on which the Secretary
2 makes such request, the manufacturer shall provide
3 to the Secretary all documentation in the manufac-
4 turer's possession relating to the claim.”.

5 (b) TRANS FATS.—Section 403(r)(2)(A) of the Fed-
6 eral Food, Drug, and Cosmetic Act (21 U.S.C.
7 343(r)(2)(A)) is amended—

8 (1) in subclause (iii)—

9 (A) in the matter before item (I), by strik-
10 ing “fat or saturated fat” and inserting “fat,
11 saturated fat, or trans fats”; and

12 (B) in item (II), by striking “fat or satu-
13 rated fat” and inserting “fat, saturated fat, or
14 trans fats”;

15 (2) in subclause (iv), by striking “saturated
16 fat” and inserting “saturated fat or trans fats” each
17 place it appears;

18 (3) by redesignating subclauses (v) and (vi) as
19 subclauses (vi) and (vii), respectively; and

20 (4) by inserting after subclause (iv) the fol-
21 lowing new subclause:

22 “(v) may not be made with respect to the level
23 of trans fats in the food unless the food contains less
24 than one gram of saturated fat per serving or, if the
25 food contains more than one gram of saturated fat

1 per serving, unless the label or labeling of the food
2 discloses the level of saturated fat in the food in im-
3 mediate proximity to such claim and with appro-
4 priate prominence which shall be no less than one-
5 half the size of the claim with respect to the level
6 of trans fats.”.

7 (c) ADDED SUGARS.—Not more than 3 years after
8 the date of enactment of this Act, the Secretary of Health
9 and Human Services shall promulgate a final rule revising
10 section 101.14 of title 21, Code of Federal Regulations,
11 to include a disqualifying nutrient level for added sugars.

12 **SEC. 4. USE OF SPECIFIC TERMS.**

13 (a) USE OF THE TERM “NATURAL”.—

14 (1) IN GENERAL.—Not later than 2 years after
15 the date of enactment of this Act, the Secretary of
16 Health and Human Services shall promulgate a final
17 rule—

18 (A) relating to use of the term “natural”
19 on the labeling of food (other than a dietary
20 supplement); and

21 (B) including provisions to specifically ad-
22 dress the use of such term on the principal dis-
23 play panel and the information panel.

1 (2) DEFINITION.—The rule promulgated pursuant
2 to paragraph (1) shall define the term “natural”—
3

4 (A) to exclude, at a minimum, the use of
5 any artificial food or ingredient (including any
6 artificial flavor or added color) or any synthetic
7 substance; and

8 (B) based on data, including data on consumers’ understanding of the term as used in
9 connection with food.

11 (3) PROCESS.—In promulgating the rule required by paragraph (1), the Secretary of Health
12 and Human Services shall—

14 (A) conduct consumer surveys and studies
15 and issue a timely call for relevant public submissions regarding relevant consumer research,
16 including with respect to consumer understanding of the term “natural” in relation to
17 the term “organic”; and

20 (B) fully consider the results of such surveys and studies, as well as such public submissions.

23 (b) USE OF TERM “HEALTHY”.—

24 (1) ADDED SUGARS AND WHOLE GRAINS.—The
25 Secretary of Health and Human Services shall revise

1 the regulations under the Federal Food, Drug, and
2 Cosmetic Act relating to the use of the term
3 “healthy” on the labeling of a food (other than a di-
4 etary supplement) to take into account the extent to
5 which such food contains added sugars or whole
6 grains.

7 (2) REQUIREMENTS.—In making the revisions
8 to regulations required by paragraph (1)—

9 (A) in the case of a food (other than a die-
10 tary supplement) that contains grains, the Sec-
11 retary shall not consider the food to be
12 “healthy” unless at least half of those grains,
13 by weight, are whole grains; and

14 (B) the Secretary shall not allow a food to
15 be labeled “healthy” if the food contains more
16 than 10 percent of the daily value of added
17 sugar per serving as determined by the Sec-
18 retary under section 403(q)(1)(F)(i) of the Fed-
19 eral Food, Drug, and Cosmetic Act, as added
20 by section 5(c) of this Act.

21 **SEC. 5. MODERNIZATION OF THE NUTRITION FACTS PANEL.**

22 (a) DISCLOSURE OF CALORIE INFORMATION.—Sec-
23 tion 403(q)(1) of the Federal Food, Drug, and Cosmetic
24 Act (21 U.S.C. 343(q)(1)) is amended—

1 (1) by striking the period at the end of clause
2 (E) and inserting a comma;

3 (2) by inserting after clause (E) the following
4 new clause:

5 “(F) in the case of food other than a die-
6 tary supplement—

7 “(i) the percent of recommended daily
8 calories that are provided by one serving of
9 the product, based on a recommended daily
10 consumption of calories determined by the
11 Secretary to be appropriate for members of
12 the general population; and

13 “(ii) at the discretion of the Sec-
14 retary, the percent of recommended daily
15 calories that are provided by one serving of
16 the product—

17 “(I) for members of any sub-
18 population identified by the Secretary;
19 and

20 “(II) based on a recommended
21 daily consumption of calories deter-
22 mined by the Secretary to be appro-
23 priate for members of such subpopula-
24 tion, and”; and

1 (3) by adding, after the flush text following
2 clause (F), as added by paragraph (2), the following:
3 “The information required under clause (C)(i) shall,
4 in the case of food other than a dietary supplement,
5 appear in a typeface and design which is more
6 prominent and conspicuous than that used for other
7 information required under this subparagraph.”.

8 (b) SERVING SIZE.—Section 403(q)(1)(A)(i) of the
9 Federal Food, Drug, and Cosmetic Act (21 U.S.C.
10 343(q)(1)(A)(i)) is amended by inserting “, or, in the case
11 of a food (other than a dietary supplement) that is pack-
12 aged in an amount that could reasonably be consumed in
13 a single-eating occasion, which is an amount equal to the
14 amount of food contained in the package” before “, or”.

15 (c) DISCLOSURE OF INFORMATION RELATING TO
16 SUGAR ON NUTRITION FACT PANEL.—

17 (1) IN GENERAL.—Section 403(q)(1) of the
18 Federal Food, Drug, and Cosmetic Act (21 U.S.C.
19 343(q)(1)), as amended by subsection (a), is amend-
20 ed—

21 (A) in subparagraph (D), by striking “sug-
22 ars” and inserting “sugars (and, in the case of
23 food other than a dietary supplement, total sug-
24 ars, and of that, added sugars, disclosed in
25 teaspoons as well as grams)”;

1 (B) by inserting after clause (F), as added
2 by subsection (a)(2), the following new clause:

3 “(G) in the case of food other than a dietary supplement—

5 “(i) the percent of added sugars recommended for daily consumption that are provided by one serving of the product, based on a recommended daily consumption of calories determined by the Secretary to be appropriate for members of the general population; and

12 “(ii) at the discretion of the Secretary, the percent of added sugars recommended for daily consumption that are provided by one serving of the product—

16 “(I) for members of any subpopulation identified by the Secretary;
17 and

19 “(II) based on a recommended daily consumption of calories determined by the Secretary to be appropriate for members of such subpopulation.”.

24 **SEC. 6. INGREDIENT LABELS.**

25 (a) FORMAT OF INGREDIENT LABELS.—

1 (1) IN GENERAL.—The Secretary of Health and
2 Human Services shall include requirements for the
3 format of the information required under section
4 403(i) of the Federal Food, Drug, and Cosmetic Act
5 (21 U.S.C. 343(i))—

6 (A) for the purpose of improving the readability
7 of such information on the label of the food (other than a dietary supplement); and

8 (B) that are, as determined by the Secretary,
9 necessary to assist consumers in maintaining healthy dietary practices.

10 (2) FORMAT REQUIREMENTS.—The format requirements referred to in paragraph (1) shall include requirements for upper- and lower-case characters, serif and noncondensed font types, high-contrast between text and background, and bullet points between adjacent ingredients with appropriate exemptions for small packages or other considerations.

11 (b) CHARACTERIZING INGREDIENTS IN NAME OR
12 PRIMARY DISPLAY PANEL.—

13 (1) IN GENERAL.—Section 403 of the Federal Food, Drug, and Cosmetic Act (21 U.S.C. 343), as amended by section 2(a)(1), is further amended by adding at the end the following new paragraph:

1 “(aa) If the name or primary display panel of the
2 food (other than a dietary supplement) refers to any char-
3 acterizing ingredient or component of the food, unless—

4 “(1) the characterizing ingredient or component
5 is a predominant ingredient in the food; or

6 “(2) the primary display panel of the food in-
7 cludes, in letters not less than one-half the height of
8 the letters used in the name of the food, the percent-
9 age of the characterizing ingredient or component
10 contained in each serving of the food.”.

11 (2) ENFORCEMENT OF CHARACTERIZING IN-
12 GREDIENTS.—Not later than 2 years after the date
13 of enactment of this Act and every 2 years there-
14 after, the Secretary of Health and Human Services
15 shall submit a report to Congress on the Secretary’s
16 enforcement of—

17 (A) section 403(aa) of the Federal Food,
18 Drug, and Cosmetic, as added by paragraph
19 (1); and

20 (B) regulations of the Food and Drug Ad-
21 ministration on characterizing ingredients and
22 components including section 102.5 of title 21,
23 Code of Federal Regulations (and any successor
24 regulations).

1 **SEC. 7. CAFFEINE CONTENT ON INFORMATION PANEL.**

2 Section 403(i) of the Federal Food, Drug, and Cos-
3 metic Act (21 U.S.C. 343(i)) is amended—

4 (1) by striking “and (2)” and inserting “(2)”;

5 (2) by striking “and if the food purports” and
6 inserting “, (3) if the food purports”; and

7 (3) by inserting “, and (4) if the food is food
8 other than a dietary supplement and contains at
9 least 10 milligrams of caffeine from all sources per
10 serving, a statement (with appropriate prominence
11 near the statement of ingredients required by this
12 paragraph) of the number of milligrams of caffeine
13 contained in one serving of the food and the size of
14 such serving” after “vegetable juice contained in the
15 food”.

16 **SEC. 8. FOOD ALLERGEN LABELING FOR SESAME.**

17 (a) DEFINITION OF MAJOR FOOD ALLERGEN.—Sec-
18 tion 201(qq)(1) of the Federal Food, Drug, and Cosmetic
19 Act (21 U.S.C. 321(qq)(1)) is amended by striking “and
20 soybeans” and inserting “soybeans, and sesame”.

21 (b) REGULATION.—Not later than 3 years after the
22 date of enactment of this Act, the Secretary of Health and
23 Human Services shall promulgate a final regulation under
24 section 403(w) of the Federal Food, Drug, and Cosmetic
25 Act (21 U.S.C. 343(w)) determining the manner in which
26 sesame must be disclosed.

1 **SEC. 9. INFORMATION ABOUT MAJOR FOOD ALLERGENS IN**
2 **NONPREPACKAGED FOODS.**

3 (a) IN GENERAL.—Section 403(w) of the Federal
4 Food, Drug, and Cosmetic Act (21 U.S.C. 343(w)) is
5 amended—

6 (1) in subparagraph (1)(A), by striking “is
7 printed immediately after or is adjacent to the list
8 of ingredients (in a type size no smaller than the
9 type size used in the list of ingredients) required
10 under subsections (g) and (i)” and inserting “is
11 printed as specified in subparagraph (8);”;

12 (2) in subparagraph (1)(B), by striking “in the
13 list of ingredients required under subsections (g)
14 and (i)” and inserting “as so printed”;

15 (3) in subparagraph (3), by striking “The infor-
16 mation” and inserting “Subject to subparagraph
17 (8)(B), the information”; and

18 (4) by adding at the end the following:

19 “(8) The information required by subparagraph (1)
20 to be conveyed to the consumer shall be—

21 “(A) printed immediately after or adjacent to
22 the list of ingredients (in a type size no smaller than
23 the type size used in the list of ingredients) required
24 under subsections (g) and (i); or

25 “(B) in the case of a nonpackaged food being
26 offered for sale at retail, and not subject to the re-

1 requirements of subsections (g) and (i), placed on a
2 sign adjacent to the food (in a type size no smaller
3 than the name of the food item).”.

(b) APPLICABILITY.—The amendments made by subsection (a) apply beginning on the date that is 3 years after the date of enactment of this Act.

**7 SEC. 10. SUBMISSION AND AVAILABILITY OF FOOD LABEL
8 INFORMATION.**

9 The Federal Food, Drug, and Cosmetic Act is amend-
10 ed by inserting after section 403C of such Act (21 U.S.C.
11 343–3) the following:

12 "SEC. 403D. SUBMISSION AND AVAILABILITY OF FOOD
13 LABEL INFORMATION.

14 "(a) SUBMISSIONS.—

15 “(1) REQUIREMENT.—The Secretary shall re-
16 quire the manufacturer or importer of any food that
17 is introduced or delivered for introduction into inter-
18 state commerce in package form to submit to the
19 Secretary all information to be included in the label
20 of the food, including—

21 “(A) the nutrition facts panel;

22 “(B) ingredients;

23 “(C) any natural or artificial flavoring;

25 panel;

1 “(E) allergy warnings or information;
2 “(F) claims under section 403(r)(1)(A)
3 (popularly referred to as ‘nutrient-content
4 claims’);

5 “(G) claims under section 403(r)(1)(B)
6 (popularly referred to as ‘health-related
7 claims’); and

8 “(H) other relevant information as deter-
9 mined by the Secretary.

10 “(2) UPDATES.—The Secretary shall require
11 the manufacturer or importer of food to update or
12 supplement the information submitted under para-
13 graph (1) with respect to the food in order to keep
14 the information up-to-date and complete.

15 “(3) CIVIL PENALTY.—Whoever knowingly vio-
16 lates paragraph (1) with respect to any food shall be
17 liable to the United States for a civil penalty in an
18 amount not to exceed \$10,000 for each day on which
19 such violation continues with respect to such food.

20 “(b) PUBLIC DATABASE.—The Secretary shall estab-
21 lish and maintain a public database containing the infor-
22 mation submitted under this section that—

23 “(1) is available to the public through the
24 Internet website of the Food and Drug Administra-
25 tion; and

1 “(2) is for a public database of searchable, sort-
2 able information.”.

3 **SEC. 11. DEFINITIONS.**

4 (a) **DEFINITIONS APPLICABLE IN THIS ACT.**—In this
5 Act, the terms “food” and “dietary supplement” have the
6 meanings given to such terms in section 201 of the Fed-
7 eral Food, Drug, and Cosmetic Act (21 U.S.C. 321).

8 (b) **DEFINITIONS APPLICABLE IN THE FEDERAL
9 FOOD, DRUG, AND COSMETIC ACT.**—Section 201 of the
10 Federal Food, Drug, and Cosmetic Act (21 U.S.C. 321)
11 is amended by adding at the end the following:

12 “(ss) The term ‘artificial’, with respect to food or any
13 ingredient of food, means—

14 “(1) food or an ingredient that is synthetically
15 produced but has the same chemical structure as a
16 naturally occurring food or ingredient;

17 “(2) food or an ingredient that has undergone
18 chemical changes through the introduction of syn-
19 thetic chemicals or processing aids (such as corn
20 syrup, high-fructose corn syrup, high-maltose corn
21 syrup, maltodextrin, chemically modified starch, and
22 cocoa processed with alkali), excluding—

23 “(A) food or an ingredient that has under-
24 gone traditional processes used to make food
25 edible, to preserve food, or to make food safe

1 for human consumption (such as smoking,
2 roasting, freezing, drying, and fermenting proc-
3 esses); or

4 “(B) food or ingredient that has undergone
5 traditional physical processes that do not fun-
6 damentally alter the raw product or which only
7 separate a whole intact food into component
8 parts (such as grinding grains, separating eggs
9 into albumen and yolk, or pressing fruits to
10 produce juice); or

11 “(3) any food or ingredient that the Secretary
12 specifies by regulation to be artificial for purposes of
13 this Act.

14 “(tt) The term ‘synthetic’, with respect to a sub-
15 stance, means a substance that is formulated or manufac-
16 tured by a chemical process or by a process that chemi-
17 cally changes a substance extracted from a naturally oc-
18 curring plant, animal, or mineral source, except that such
19 term does not apply to a substance created by naturally
20 occurring biological processes.”.

21 **SEC. 12. EFFECTIVE DATE; REGULATIONS.**

22 (a) EFFECTIVE DATE.—The amendments made by—
23 (1) sections 3, 4, 5, 6, 7, 10, and 11(b) shall
24 take effect on the date that is 2 years after the date
25 of enactment of this Act; and

1 (2) sections 2 and 9 shall take effect on the
2 date that is 3 years after such date of enactment.

3 (b) REGULATIONS.—

4 (1) PROPOSED REGULATIONS.—The Secretary
5 of Health and Human Services shall propose regula-
6 tions—

7 (A) not later than 1 year after the date of
8 enactment of this Act, to implement the amend-
9 ments made by sections 3, 4, 5, 6, 7, 9, 10, and
10 11(b); and

11 (B) not later than 2 years after such date
12 of enactment, to implement the amendments
13 made by section 2.

14 (2) FINAL REGULATIONS.—The Secretary of
15 Health and Human Services shall promulgate final
16 regulations—

17 (A) not later than 2 years after such date
18 of enactment, to implement the amendments
19 made by sections 3, 4, 5, 6, 7, 9, 10, and 11(b);
20 and

21 (B) not later than 3 years after such date
22 of enactment to implement the amendments
23 made by section 2.

24 (3) DEADLINE.—If the Secretary of Health and
25 Human Services does not issue a final regulation by

1 the deadline specified in subparagraph (A) or (B) of
2 paragraph (2), the corresponding proposed regulation
3 under subparagraph (A) or (B) of paragraph
4 (1) shall become final on the respective deadline.

○